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Pennsylvania Prison
Society

Prison efficiency in the
commonwealth of Pa.

Philadelphia, Pa.

[1916]

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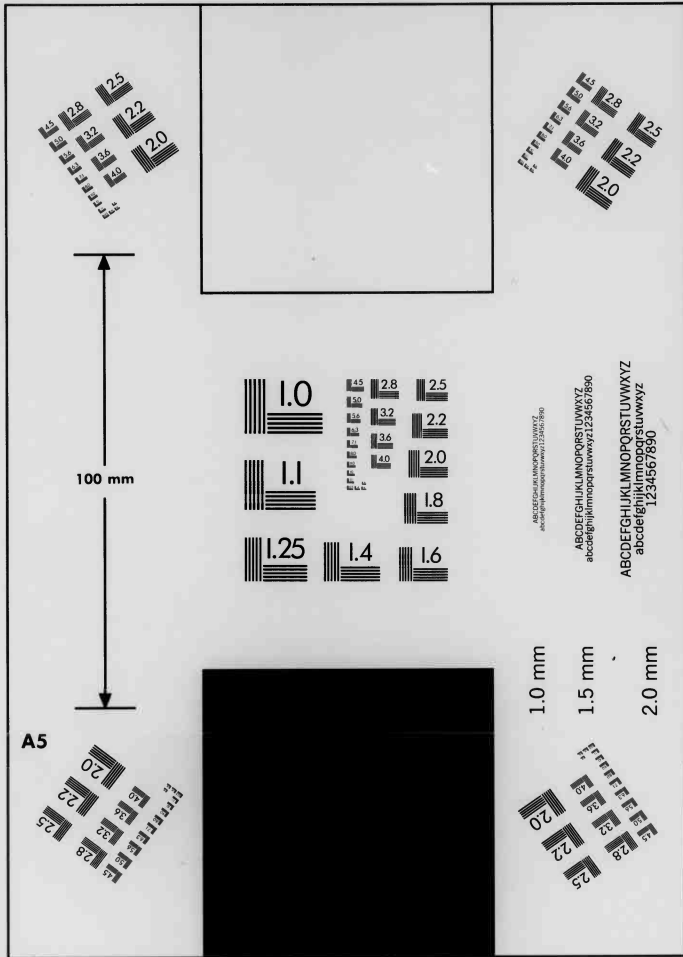
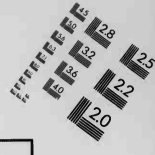
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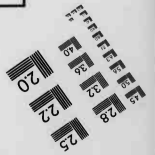
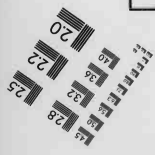
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Prison Efficiency
In the
Commonwealth of Pennsylvania

308
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Box 44

*A Study of
Twenty-five County Prisons*

Issued as a Supplement to No. 55 of
**The Journal of Prison Discipline and
Philanthropy**

OCTOBER, 1916

THE PENNSYLVANIA PRISON SOCIETY
S. W. Corner Fifth and Chestnut Sts.
Philadelphia, Pa.

1st Ed. 5000-10-1-1916

The Pennsylvania Prison Society

Organized 1787

500 Chestnut Street, Philadelphia, Pa.

OFFICERS

President

JOSHUA L. BAILY

Honorary Vice-President

REV. HERMAN L. DUHRING, D. D.

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Treasurer

JOHN WAY

General Agent

FREDERICK J. POOLEY

Counselor

OWEN J. ROBERTS, ESQ.

Efficiency of the County Jails

By ALBERT H. VOTAW

*This Report was approved by the Acting Committee
September 15, 1916*

In accordance with the instructions of the Acting Committee of the Pennsylvania Prison Society, the Secretary has during the year 1916 made a study of the conditions of the prisons in the twenty-five most populous counties of the State. In nearly all of these counties, the average daily number of inmates was in 1915 more than fifty. It is possible in prisons containing fifty or more inmates to fix some standard whereby their comparative efficiency may be determined.

In order to express this efficiency, we must adopt some standards of measurement. The following arbitrary schedule has been used in making up our estimates. Criticism on this schedule or on this method is invited.

	Value
1. Construction, location, cell-space, furnishings	10
2. Sanitation, ventilation, light	10
3. Management, housekeeping, cleanliness, dress	10
4. Provisions, service	10
5. Discipline, privileges, recreation	10
6. Segregation, as to sex, age and criminal experience	10
7. Religions and moral influences, educational advantages	10
8. Employment, remuneration	30
	100

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A prison which satisfies all these requirements is marked at 100 per cent. efficiency. It may be thought that an undue value is given to the last item on the list. The transcendent evil of the county prisons consists in idleness, and thirty points out of one hundred are none too much to deduct when no employment is given.

Construction

Item 1. Experts differ considerably in their estimate with regard to construction. The Secretary marks off as vicious and unhomelike any steel construction which resembles cages. He admits certain advantages in this method of building in the line of security, ventilation, sanitation and light, but all these advantages may be obtained in reinforced concrete construction. The cells in the steel constructions are usually too small, too compact, and always unsightly. Abolish the cells, build rooms or apartments. The jail should be built where there may be ground for recreation purposes. Better still, if there should be land for gardening. The cells or rooms should have at least 400 cubic feet if designed for one person. The furniture should be sufficient for the needs of the prisoner, neither ornate nor superfluous.

Sanitation

Item 2. In these respects there have been improvements made in many of the counties of the State within the last two years. The State Board of Charities has been waging a campaign against antiquated systems of sanitation and of ventilation, and the results are gratifying. Deductions are justly made when the windows are mere chinks or located in the ceiling. The closets should be directly flushed with proper devices of traps, etc., such as would be satisfactory in any well-regulated dwelling. No "bucket" contrivance of any sort should be tolerated.

Domestic Affairs

Item 3. There is no excuse for uncleanness in any prison of this Commonwealth. The prisoners have ample

to keep themselves clean, and all the floors, walls, furniture and cooking utensils swept, garnished, scoured and polished to the utmost degree of purity. In some jails there is nothing else to do except to fight dust and to keep sweet. The hospital equipment and the facilities for caring for the sick are noted under this head. Persons afflicted with tuberculosis should be segregated from the other prisoners, should live much in the open air, and whenever possible should be paroled.

As penalties, closely cropped hair and a conspicuous costume should be regarded as an abomination. In the fashionable world it is different. If such a dress is enforced the prison is justly penalized.

Food

Item 4. It is conceded that wholesome, nourishing food, without delicacies or luxuries, should be supplied to prisoners. It should be cooked and served with proper sanitary precautions. It would be in strict accordance with hygienic regulations to insist that bread should be served with gloved or sterilized hands. Credit is given to those prisons in which the food is properly served at a mess-table or in a dining-room. No waste should be tolerated. The fee system, whereby the warden or sheriff receives a stipulated amount each day for each prisoner, is so liable to abuse that in all our larger prisons the practice should be abolished. This custom prevails in eight of the twenty-five counties mentioned in this report. The fee ranges from 45 cents per day to 25 cents. The profits from boarding the prisoners are a part of the remuneration of the officer in charge, and in some counties no considerable part of other expenses is paid from these profits. The tendency is, doubtless, to exploit the prisoners in order to enhance the interest of the beneficiaries. If the system of supplying food by contract should be adopted there will be two advantages:

1. Improvement in the bill of fare.
2. Economy to the taxpayers.

Comparing the menus of the eight prisons where the contract system is in vogue with the provisions supplied in the other prisons, we have no hesitancy in stating that the fare is better under the contract plan. Daily average cost per prisoner under fee system, 33¾ cents; daily average cost per prisoner under contract system, 12 cents.

Discipline—Privileges

Item 5. It is difficult to establish a standpat system of discipline which must be invariably followed. The best of disciplinarians differ in their methods. A discipline which is firm but kindly, and which is based on good common sense is coming into vogue and is to be commended. Petty rules are being laid aside. We penalize any prison that uses the dark dungeon. If a very stubborn or unreasonable prisoner is kept in an isolated, well-lighted cell until he gets ready to send for the superintendent or warden, he becomes amenable to reason. Corporal punishment is a relic of barbarism.

The efficiency of a prison is not measured by the privileges granted to the prisoners. The privilege of purchasing or receiving extra provisions is allowed in the majority of the county jails. Except in the case of fruit, we are inclined to make some deduction for this privilege. If the food supplied is nourishing and wholesome, as it ought to be, there is no real necessity for the exercise of this privilege. The illness of some prisoners is directly traceable to this cause. It affords an opportunity for the introduction of contraband articles. In spite of the utmost vigilance, morphine and other deleterious drugs have been concealed and delivered. A prisoner who has neither friends nor money, and there are many such, feels that he is at a decided disadvantage where this custom prevails. To say the least, the practice is inequitable.

In several prisons letters are delivered unopened to the inmates, although outbound letters are inspected. Some wardens have stated that the federal laws forbid the opening of sealed mail. There will be no trouble about the matter if the prisoner signs a permit allowing his mail to be examined.

He always prefers to do this rather than have his mail held till he is discharged. There may be a lot of trouble if letters are delivered without inspection.

A few of the prisons place no restriction on the number of letters which a convict may either receive or dispatch. Other prisons rather painfully limit the correspondence. The tendency is to allow greater privileges in this direction, and we sympathize with this tendency. It seems to us that one letter monthly to one's family is an unwarrantable restriction. We would not make the prison a school for correspondence with strangers, but would favor liberality in writing to friends and relatives. We have no reference to the so-called Correspondence Schools, and we believe all the prisons allow educative work of this kind.

A prison is minus some points of efficiency which does not afford opportunity for exercise in the open air. Some prisons confine the men entirely to the narrow corridor of the particular range in which the prisoners chance to be confined. Give them all the open air possible. It will make for health and better feeling. Baseball and other games are allowed in a number of county prisons, and the officials are unanimous in the belief that such pastimes improve the morale of the inmates.

The privilege of parole is allowed by Act of Assembly in all the counties of the Commonwealth, but there is great variety in its observance. In several counties the report is, "None on parole; the Judge is opposed to the principle." In one county the privilege is allowed only to women prisoners. Others grant parole to the sick. One county reports over one hundred on parole, another sixty-two. The principle of parole is not at fault; the administration of the Act granting parole is exceedingly unsatisfactory. We entirely agree with Judge Warren W. Foster, of New York, that the principle is sound, that the sentence should be indeterminate, "to the end that, when the door of the prison is closed behind the prisoner, the door of hope might at the same time open before him . . .

Mere imprisonment does not serve to fit the convict for freedom; on the contrary, the old retributive system, aiming at punishment only, had the opposite effect. When I impose a sentence, as I have done, of 'not less than one year nor more than nineteen years,' I realize that the man may be released at the end of a year, but it depends on himself . . . to show the Board of Parole that he is reformed."

Segregation

Item 6. Segregation of the sexes should be complete. Women should not be incarcerated in the same corridors with the men, even though the doors are kept closed. Thin partitions between the women's quarters and the corridors of the men are unsatisfactory. Women should not be taken through the men's courts to their own apartments. Their windows should not open on the same yard.

The boys should be separated from the men, and the hardened criminals from the first offenders.

Uplifting Influences

Item 7. Under this caption we have special reference to the opportunities for religious instruction, for attendance on devotional services and for obtaining elementary instruction. These opportunities are for the most part rather scanty. Schools are conducted in the prisons of Philadelphia and Pittsburgh, but only a few weak efforts in this line are noted elsewhere. I believe it would be wise policy for each of the larger prisons to employ a school teacher. Where there is so much lack of employment, many would welcome an opportunity of adding to their knowledge and efficiency. We must recognize the difficulties. It is easy to prescribe; it is another matter to adopt a proposed plan. Many of the misdemeanants serve short terms; many are hopelessly feeble-minded, and some would stubbornly refuse to be instructed.

Very few prisons have a chaplain, and where there is such an official his duties seem to consist in presiding at one or two public religious services each week. All the prisons

report one or two religious meetings each week. A few prisons give some attention to Bible instruction.

This item is not intended to include all reformatory agencies, otherwise it should have a larger valuation. The leading object of the management of every prison should aim at the restoration of the convicts. This idea should permeate every function of the life of the institution.

Employment

Item 7. What folly to announce a sentence of so many months or years at *hard labor*, when four-fifths of the convicts are assigned either to absolute idleness or to light domestic service! Three prisons report that 5 per cent. of the prisoners are at work, and three others assert that all the prisoners have employment. Between the extremes of these reports there are all gradations. An efficient prison will have suitable employment for *all* convicts, and will grant some remuneration to the workers. Ten of the counties report no employment except domestic service. It is wise and economical to use as many as possible in sweeping, scrubbing, cooking, washing, etc., but such employments have no vocational value for the men. The last Legislature provided that the counties could employ all the convicts in manufacturing articles which may be used in other public institutions, but so far as we have ascertained, not one county has undertaken such work. The last Assembly provided that convicts could be employed in making and repairing roads, but one county only in the whole Commonwealth has taken advantage of this wise enactment.

The people of this State are becoming aroused with regard to the evils of idleness in the county prisons. The average daily number of prisoners incarcerated in these twenty-five counties in the year 1915 was 6037; the average daily number in absolute idleness, 2627; the average daily number employed, 3410; the number employed outside of domestic service, approximately, 1900.

Let us give as much credit as possible for the opportunities for labor given to these 1900 convicts. Yet we must take the character of the employment under consideration. Eight counties employ some of their prisoners in making carpets. All make use of the old-fashioned hand looms, and, while we are glad that such work may instill a habit of industry, we regret that they are not learning a trade which will be of advantage to them on the outside. The convict prisons both of Philadelphia and Pittsburgh employ a large number of the inmates on the farms connected with these institutions. Farm work has proved so useful and beneficial wherever tried for convicts, that in the last Assembly a bill was proposed providing for the establishment of six Industrial Farms in the State, to which all prisoners now sentenced to the county jails may be sent. Those held for trial, and probably those serving very short sentences will be detained in the present county jails. On these farms will be erected some industrial establishments, so that both agricultural and mechanical employments may be afforded. The location of the farms will probably be selected where a quarry for the crushing of stone for roads may be opened. A similar bill will be brought before the next Assembly, and with strong likelihood of passage.

We believe the conditions found in the county jails of Pennsylvania will compare favorably with those of any eastern State. We wish it distinctly understood that in marking up their efficiency (or deficiency), we are not passing judgment upon the wardens or managers of the prisons. Many of them are doing the best they can with the facilities which they possess, and with the environment which they did not create. They are often entirely aware of the deficiencies, and have urged that the proper authorities institute measures to remedy the faults.

The ideal prison, the 100 per cent. prison, has not yet been found. It is not so ideal, however, as to be impossible.

We shall now proceed to deal with the county prisons individually, mentioning a few salient facts with regard to each, giving an estimate of their efficiency based on the arbitrary standard we have outlined.

Allegheny County (Pittsburgh)

THE CITY PRISON

Daily average inmates, 1915.....477

Over four hundred of these are detained for trial. This is not a convict prison. Some convicts are held here for domestic service, for repairing, and for other work about the prison.

Three thousand persons are treated every year for alcoholism.

There is a small yard in which the prisoners are allowed to exercise one hour daily. In recommending longer hours of exercise, we are aware that it might be necessary to have more under-keepers and a larger area of ground, which in the heart of the city would be almost impossible to obtain.

We might recommend a dining-room or mess-hall, but where shall it be constructed?

The prisoners may receive one visit and may write two letters each week. This is the rule, but exceptions are allowed when it seems important. A rigid rule would be a hardship, since many of them are not convicts, but are held under accusation.

The bill of fare includes for breakfast: Bread, coffee and Hamburg steaks; for dinner, various soups and often Hamburg steaks. Prisoners who have money or friends are allowed to buy or receive extra supplies, such as fruit, cheese, bologna, cakes, etc. The fact that the greater part of the inmates are not convicts may account for this privilege, which is not granted at any other prison in the State having an equal number of inmates. This practice discriminates against those who have neither friends nor money, but the penniless

make no special objection, as they have the better opportunity for begging tobacco from their more fortunate fellows. It is remarkable that Warden Lewis supplies this satisfactory diet at a daily per capita cost of 7.4 cents. The overhead cost per capita every day in 1915 was 29 cents. Perhaps the bill for provisions would be larger if the prisoners were not allowed to receive other supplies.

The administration of the prison is ably conducted. As an administrator, we could mark Warden Lewis, Efficiency +, if we had the presumption to grade the executive officers. He has held the post for fourteen years, and thus has gained experience quite impossible for officials who are changed every four years.

If we insist on marking all the prisons by the same standard, our pedagogical scheme of valuation may fall down. The greatest defect here consists in the absence of employment, but the critic must bear in mind that the vast majority in this prison are held for trial, some for a few days, some for a month or two. They have not been sentenced to labor; they are held on account of lack of bail, or because they are indicted for unailable charges. They can not be compelled to work. So it would appear unjust to penalize a prison for a defect which under the circumstances does not appertain.

The question arises whether the ideal prison or house of detention will not in the future have employment for wage-earners, so that they may still be able to support their families or those dependent upon them. A man is taken from his work, justly or unjustly, and his family suffer hardship, while he is maintained, though idle, at the expense of the community. This apparent injustice to the family might in part be remedied if some sort of remunerative employment could be assigned to the man from the moment of his apprehension. Rather idealistic, but might be attained in a highly functionized form of government.

So here is a prison which could be fairly marked at about

90 per cent. efficiency, but which, according to our artificial standard, or in accordance with ideal conditions, is rated at 67 per cent.

Allegheny County

THE COUNTY WORKHOUSE

Daily average inmates, 1915 864

This institution, situated on a farm of 600 acres, about ten miles from the courthouse in Pittsburgh, is one of the most interesting in the State.

Nearly all who are able have constant employment. The industries consist in the making of brooms, carpets, chairs and brushes. Many are employed on the farm and in domestic services.

The total expenditures in 1915 were.....\$343,938

The earnings from all sources, industries,
farm, etc. \$94,066

Net cost of maintenance.....\$249,872

The daily average cost of each inmate was. 50.1c.

After deducting earnings, the net daily cost
of each inmate was 20.6c.

Hence it appears that the inmates, on the average, earn about three-fifths of their maintenance.

The value of the farm produce for the year was estimated at \$26,000.

The newer cells are all of concrete construction, the work to a large extent having been done by the inmates. The corridors are spacious, and are next to the outer wall, there being two ranges of cells in the block, with a utility corridor between. We confess that we prefer that type of construction adopted for the new cell blocks at the Philadelphia County Convict Prison, in which the corridor is in the center of the block, with a range of cells on each side provided with a full-length window directly opening to the outside air. There are arguments for each type, and we shall not discuss the question here.

The Secretary was much pleased to see the new dining-hall, installed since his last visit in 1914. The tables and the floors are of concrete, and readily kept clean. Since the inmates have been using the dining-room their cells are much cleaner.

Those who work outside the great walls on the farm wear clothing of a mild sort of striped fabric, a custom which ought to be discarded. Stripes are an indication of unprogressiveness, and it is to be hoped this institution will not be the last to discontinue their use. The conspicuous prison suit is now to be found in but three or four counties of the State, and at least three of these have reported that when the present suitings have been made up, goods of plain colors will be used.

A regular school is maintained in the winter, and on every Sabbath there are religious services and Bible classes.

Four thousand one hundred and fourteen prisoners were received in 1915, the majority of whom were sentenced to thirty days or less. It is apparent that it is quite possible to get a large amount of work performed even by transients.

A nourishing bill of fare is served at a daily per capita cost of 9.8 cents. It must be nourishing and wholesome, since they are not allowed to receive or buy provisions from the outside. It is proved by the weight statistics. Observations have been made of the weight of 4017 men. During their term of imprisonment, the men who gained in weight showed gains of 20,271 pounds, and those who lost weight showed a loss of 5303 pounds. The net increase was 14,968 pounds. This illustrates what plain food, open air and regular habits will do for a man. The Secretary noted one peculiar feature of the weight statistics. Those who were confined six months or less, in the aggregate showed decided gains in weight, but those who were in the prison from six months to several years showed a decrease, the women showing a greater ratio of decrease than the men. The Secretary is at a loss to account for this disparity. Do those who remain longer than

six months begin to pine under the restraints of captivity? Do they grow weary of the monotony of the daily menu, and does their appetite become evanescent? Do the statistics of other prison indicate that long terms reduce the figure and impair the health?

On public holidays and on every Saturday afternoon the prisoners cease from work, play games and are released from close confinement.

In this report we expect to be very frank, and do not intend to shrink from any phase of penal management. We had understood that the punishments for offenses at this institution were very severe and brutal; hence our Secretary made considerable inquiry in regard to this matter. Whatever may have been the record of past years, and with this history we have nought to do, the report was made that in 1915 one-half of 1 per cent. of the inmates were punished. If this percentage is based upon the number received in 1915, it means that about twenty of the convicts received some form of punishment. The penalties reported are "close confinement to cells and restricted diet." Compared with other penal institutions, this correctional record does not appear excessive.

They have no boys under 16, and the women's quarters, both as to building and grounds, are entirely segregated.

Estimated Efficiency 83%

Berks County Prison (Reading)

Daily average inmates, 1915 110

This prison is under the management of a warden, in accordance with an Act of the Assembly approved in 1909, providing that prisons in counties having a population of over 150,000 and less than 250,000 shall be superintended by a warden appointed by certain named officials of the county, who are to constitute the Prison Board. The present warden is a recent appointee, and though alert in the discharge of his duties, has not yet adopted a distinctive policy. Any warden who has shown marked ability as an administrator and whose in-

fluence with the inmates is decidedly wholesome should be retained, and should never be removed for merely political considerations.

The prisoners may purchase fruit and tobacco, may see visitors once a month, may write letters twice monthly, postage being paid, may write additional letters if they pay their own postage, may receive 10 cents' worth of tobacco weekly and may take exercise in a small yard for three half hours each week. They ought to have more time in the open air. The yard is too small for games and popular forms of recreation. Many will say that a prison is no place to "have a good time." Repressive measures are not reformatory. From one end of the country to the other prison officials are reporting on the wholesome influences arising from relaxation and participation in sports.

Daily cost of food for each inmate, 1915, 14 6/13 cents; daily cost of maintenance for each prisoner, 66 cents.

There is no dining-room.

Twenty per cent. of the prisoners are usually employed in making carpets. By the Act of 1897 no more can be employed in making carpets to be sold in the open market. All could be employed in this industry, provided the product could be sold to public institutions in the State. The Prison Board ought to consider this subject carefully. Under the law of 1915 they may install power machinery and dispense with the antique hand looms. A considerable number are employed in domestic service.

The men wear a striped uniform, and no change in this obsolete custom is reported to be in contemplation.

Only twelve convicts are reported to be on parole, and most of these are invalids.

An entirely separate block or apartment should be constructed for the women. It is true there were but two women there at the time of the inspection, yet it seems wrong to confine them in the same block with the men, even though the door of their cell is kept closed.

The number of commitments in 1915 was 1565. Taking the census of 1910, this might at first thought indicate that 1 out of every 118 of the population of Berks County had a criminal record in 1915. But this imputation against the good people of Berks is only superficially apparent, since the records reveal that a large number of those committed were train-riders, vagrants and adventurers whose home is not in Berks County.

The building is about sixty years old, but within the last few years a fairly good system of sanitary appliances has been installed.

Estimated Efficiency 55%

Blair County Prison (Hollidaysburg)

Daily average inmates, 1915 72

The management of the jail is under a warden appointed by the Commissioners, who have made the mistake of requiring him to make his living, and, perhaps, to meet certain expenses connected with the maintenance of the jail, from the profit of boarding the prisoners. Thirty-five cents a day for each prisoner is paid to the warden. Now, as we have shown in the first part of this report, the daily average cost of the food for each prisoner, where the contract system of purchasing supplies is in vogue, is 12 cents. Taking this average as a basis, we estimate the profit in Blair County at \$6044.40. We do not know how much of the maintenance expenses must be paid from this profit. But the system is vicious. The temptation is to consider the accruing shekels, to the disadvantage of the prisoners; in short, to exploit them for one's own benefit. You may now have a warden who is alive to his duty, but what about the next warden? Invariably, when this system has been changed to the contract method, the prisoners have been better satisfied, have had a better bill of fare, and there has been greater economy to the taxpayers. The inmates have the privilege of ordering other supplies if they have money, but there should be no necessity for such privilege.

Letter writing is unrestricted, but subject to inspection. The men are out of their cells two hours each day in the corridor.

They have a yard which they do not use for exercise.

None on parole. Perhaps the Court does not endorse the principle.

In brief, if the good people of Blair County desire to improve the efficiency of their prison, they must adopt some radical changes.

1. Abolish the fee system.
2. Put larger windows in the cells and enlarge the area of the skylights.
3. Improve the sanitary appliances.
4. Give the prisoners employment. Only a very few now assist in domestic service.
5. Close the cells during most of the day, and give the men free course in the corridors under wholesome superintendence.
6. Arrange the yard for their use during a large part of each day. What about a stone pile?
7. Supply them with plain, wholesome food, carefully prepared, and forbid the purchase and reception of other food, unless fruit is excepted.
8. Improve the ventilation.
9. Let them have sheets and pillow cases. Install a laundry. The prisoners have abundant time to keep themselves and all appurtenances clean.
10. Better appliances for caring for the sick are advisable. Why not tear down the old rookery? It has served its day and generation. Construct a new prison of reinforced concrete. Under superintendence, the prisoners will do a large part of the work. Then install a new régime.

Estimated Efficiency 41%

Bucks County Prison (Doylestown)

Daily average inmates, 1915 48

The building is made of stone and iron, and is of the old-fashioned type. There are spacious, well-lighted corridors, on either side of which are rooms containing about 1700 cubic feet, in which one or two prisoners may spend the night. They spend the greater part of the day at the stone pile in the large yard of two acres. A few assist in gardening and in the kitchen. The crushed stone, which the prisoners very leisurely prepare, is sold for purposes of road or street building. Give Bucks County credit for giving its prisoners a greater proportionate amount of work in the open air than any other county of the Commonwealth.

The windows in the large rooms are chinks, a style of construction which we do not approve, and which is becoming obsolete.

Though the Sheriff is in charge, the under-keeper really superintends the affairs of the prison, and since he has been retained by a number of sheriffs and is a careful and faithful manager, the institution has not suffered from changes of administration.

The fee system for supplying food is practiced, and does not appear to be abused. For breakfast and supper, bread, coffee and molasses are served; for dinner, 1/2-lb. meat, with vegetables, is served four times weekly and bean soup thrice weekly. This is furnished at a cost of 25 cents daily for each prisoner. However, we recommend that the fee system be discontinued as soon as may be convenient. The prisoners twice weekly may give orders for additional supplies.

There is no restriction on the number of letters. They are read when sent out, but letters are delivered unopened to the prisoners. This is a privilege which ought not to be granted. The letters may contain deleterious soporific powders. They may be couched in wholly objectionable language. They may contain explicit directions with regard to contriving an escape. The Postmaster General may have decided that

the federal laws forbid the officials to open letters directed to prisoners, but all trouble may be obviated if the prisoner signs a permit allowing his letters to be inspected. If he does not sign such permit, the letters may be detained till the prisoner is discharged. We have never heard of a prisoner who refused to sign such a permit.

The prisoners ought to have sheets and pillow cases.

There is no dining-room.

A few have been paroled under the direct superintendence of the Presiding Judge.

We have Estimated the Efficiency at 67%

Cambria County Prison (Ebensburg)

Daily average inmates, 1915, is estimated at 139.

The prison is under the care of a warden, appointed annually, though the present warden, having given satisfaction, has had a number of successive appointments.

The cells are of steel and in ranges of three or four stories, with large outside area. This method of construction admits of much segregation of the different classes of criminals. We prefer that the cells should have direct connection with the outside air. We also dislike steel cages.

Please note the menu and the cost thereof:

For breakfast and supper the almost invariable bread, coffee and molasses.

For dinner, soup with meat, bread and vegetables.

Workmen have an extra supply with more variety, and eat at a table.

This is supplied at a daily cost per capita of 7.4 cents!

Let all wardens and sheriffs take notice. With the exception of Warden Lewis, of the Allegheny County detention prison, whose figures are the same, no purveyor for prisons has reported so small a daily cost.

The inmates are allowed to buy and receive additional supplies.

The warden can furnish employment to about one-fifth of his prisoners, and laments that he has no work for all.

There are several acres belonging to the county on which his men raise vegetables. Others are employed about the building in various domestic services.

The men are allowed the freedom of the range corridors for six hours daily. There is no good opportunity for exercise in these narrow corridors. They need a chance for recreation in the open air. If there are six range corridors where these men loaf in idleness six hours daily, there are exactly six schools for teaching criminality and for spreading immorality. This prison has a warden who would be delighted to superintend any sort of employment which might be authorized for these prisoners. Are the Commissioners aware that an act was passed by the last Assembly making it possible to employ prisoners at road-making or -repairing, and also in manufacturing articles to be used in other public institutions?

In this county the Court believes in the principle of parole. Sixty-two prisoners now have this privilege.

Estimated Efficiency 59%

Chester County Prison (West Chester)

Daily average inmates, 1915 57

The prison was built in 1839. There are tiers of cells in three stories on either side of an interior area. The material is stone and brick. The sanitary system is an abomination, but is about to be supplanted by the modern conveniences. When these improvements are completed, the old prison will be more homelike and comfortable than the steel cages which we detest. The apartments for the women are decidedly attractive and comfortable. They have been constructed within the last twenty years.

The daily cost of food for each prisoner is 12.3 cents. For this sum the usual breakfast and supper is supplied. For dinner they have soup, meat, vegetables, with a daily change of menu. They are allowed to receive from the outside fruit only, may have one visit monthly, may write one letter monthly (but if they are "good" they may write more),

may purchase tobacco if the small amount given does not satisfy their wants. Talking was formerly forbidden, but recently they are allowed to enjoy slight quiet discourse.

A warden is in charge, who is appointed by the five inspectors.

They have a good laundry, and the inmates are supplied with sheets and pillow cases.

Practically all the inmates have employment. They cane chairs, make brooms and weave carpets. Others assist in duties about the prison. Very few prisons have as constant employment for so large a proportion of the inmates.

Estimated Efficiency 74%

Dauphin County Prison (Harrisburg)

Daily average inmates, 1915. 182

This is one of the best steel jails in the State. All the cells have windows which open directly to the outside air. The windows have been recently enlarged. Some of the windows were formerly chinks; now they are full length, thus greatly improving the cheerfulness of the cells. An elaborate system of ventilation has been installed, which appears to be eminently satisfactory.

The fee system was abolished in 1913, since which time the bill of fare has greatly improved at no greater expense to the county. The prisoners are still allowed to purchase or receive butter, sugar, crackers and fruit. They serve to the prisoners a sufficient and wholesome dietary, at a daily cost of 11.5 cents per capita.

The crowning evil of the institution is idleness and the vices resulting therefrom. Twenty men may have light work about the premises, but some 160 men have nothing to do. There is no library, no reading matter except chance books or magazines which friends may supply. In their limited space they cannot establish industries. If they move the

prison to a farm, the valuable real estate on which the jail is erected will revert to heirs. But the Commissioners may purchase a prison farm for convicts, and retain the old prison as a place of detention for those awaiting trial or for those committed by the magistrates for slight offences. Some measures must be taken to prevent the economic waste of time, amounting to 58,400 days a year. In other words, if 160 men are idle for a year, 160 years of time have been lost. The citizens of Dauphin County have been losing treasure all these years. They ought to be getting some benefit from those fifty-odd thousand days. Place these men on a penal farm. They can at least earn their own sustenance. How much stone can these men crush in one year? How many miles of streets or roads could be supplied with macadamized material? Cease to ruin men by supporting them in comfortable (we almost wrote "genteel") idleness. They are allowed to parade three hours in the week in the open air. And that is the sum total of their exercise.

The Court is apparently opposed to the parole system. None are out on parole. In a prison affording no opportunity to work, the parole system ought to have its maximum application. To keep these men in idleness may react as a greater menace to the community than the possible mischief caused by a few who might violate their parole.

Estimated Efficiency 58%

Delaware County Prison (Media)

Daily average inmates, 1915. 103

Delaware County has recently constructed a handsome courthouse, whose chaste magnificence, ample proportions and harmonious adjustments stimulate the civic pride of her citizens. Contrast that splendid edifice for a moment with that antique and shabby structure just opposite, where 100 of your people, who have erred, to be sure, must spend, not eight but twenty-four hours every day. We justly deny luxuries to the convicts, but we have no right to confine them

in an unwholesome environment. We must congratulate Warden Allen on his efforts to improve the sanitary appliances which at present are distressingly foul, and have been all these years. He has increased the window space in the ceiling, thus letting a flood of light into the dark, dank, dismal corridor. But the very best thing to do would be to tell Warden Allen simply to "tear the nest out," and to erect a new concrete building. Spend no more time and money on this old bastille. Give Warden Allen just four expert men, and he with his men will do the rest. It can be done at a minimum of cost. In concrete work a large part of the operation can be accomplished, under some supervision, by unskilled workmen. Say the word, pay the bills, and Warden Allen will get busy. The Secretary has not consulted him, but he has no hesitation in recommending this program. Then the good citizens of Delaware County will justly add some cubits to their pride in their civic institutions.

No properly behaving man is confined to his cell during the day in this institution. Some of the men sew rags, weave carpets and cane chairs. Last year the profits on this work amounted to \$1936. But many of the men are assisting in making the repairs and improvements. A tab is kept on each man in such a way that a daily record is kept showing just what work every man has done during the day. Quite a number assist in cooking, preparing and serving the food, which appears to be nourishing, and cost the county in 1915, daily per capita, 16 cents.

The Court believes in the principle of parole, and has the courage of its convictions. More than one hundred men are reported to be out on parole and probation. These men are wage earners, and are supporting themselves and families. They have been deemed ready to resume the duties of citizenship. A very small percentage have failed to appreciate the privilege of parole.

In addition to the weekly religious services, a few devoted Christian workers give Bible instruction every Sabbath.

Estimated present Efficiency 67%

Erie County Prison (Erie)

Daily average inmates, 1915, as estimated 80

The main defect is lack of employment. Twenty thousand working days are wasted each year in the Erie prison. Some of the county officials are quite ready to establish a penal farm. It may be wise to await the action of the next Assembly. If it should be concluded to establish some penal farms to which misdemeanants from the counties are to be forwarded, one of these farms might quite properly be located in Erie County. We feel sure that thoughtful people everywhere are becoming aroused on account of the appalling waste of time in the county jails.

The Sheriff receives 42 6/7 cents daily for each prisoner to whom he furnishes food. This is the largest fee paid in 1915 in the twenty-five counties mentioned in this report. Each prisoner received 1/2-lb. of meat daily. Pork and beans are served on Sunday. As bills of fare in prisons are made up, we cannot condemn this menu. The profits of the purveyor may be about \$6000 per annum, but we do not know how much the Sheriff is responsible for general expenses of the prison or of his office. We advise that the fee system be dispensed with at the next change of administration.

We confess that we do not like the four-story collection of cages. Four ranges of cells, nine cells to a range, placed back to back, each range with a narrow corridor facing a larger area extending to the outer brick wall. The cell doors are open for nine hours each day, but their freedom is restrained to the narrow range corridor. There is no yard, hence no opportunity for exercise in the open. They may spend a year in this school of crime. The cells contain approximately 384 cubic feet, and the number of cells is insufficient to allow one for each prisoner; hence it too often happens that two persons must inhabit one of these cubicles.

The toilet and bathing facilities appear to be satisfactory, the light is good and the ventilation, except in cases of crowding, is fair. The sexes are entirely separated.

Estimated Efficiency 52%

Fayette County Prison (Uniontown)

Daily average inmates, 1915.....121

The warden has managed to find employment for one-fourth of the inmates, and would be delighted to give every able-bodied prisoner a substantial job. Four men are working on a truck farm. They earn time, not money. They serve one-half of the sentence imposed. Eleven men are working in and around the jail and courthouse. They have some extra provisions. But the most interesting feature connected with the labor proposition is that in this county we note the first and the only effort so far in the Commonwealth to take advantage of the Act of the 1915 Assembly, which provides for the employment of prisoners for road-making. Every morning a huge van with about thirty enthusiastic workers leaves the prison door. The county wants better roads. Here is labor going to seed; no, going to utter waste, for if there is any seed at all produced by inoculating a man with idleness, there will be a harvest of degradation and demoralization. So the county takes thirty of these idlers and saves them from dawdling pollution by employing them in the construction of highways. Thus they save the labor of 9000 working days in one year, and incidentally the county saves for the taxpayers \$9000 annually. Hear ye! Commissioners, Sheriffs, Wardens, Road-makers throughout the Commonwealth!

What has been done in Fayette County can be duplicated or triplicated or quadrupled in at least twenty other counties. The county furnishes them with workmen's suits, not stripes; serves them with an abundance of nourishing food, transports them to and fro and pays them 25 cents a day. As a special bonus, these men, if their work is satisfactory, are discharged on the expiration of two-thirds of their sentence. They are accompanied by an overseer and perhaps a guard, whose weapons, if he has any, are not apparent. The county officials estimate that there is at least a profit of \$1 daily on each man, and the men are very happy to have this oppor-

tunity of earning a small wage, and, above all, of diminishing the time of their incarceration. The Labor Unions are strongly organized in this county, but they are far too sensible to make objection to the employment of these thirty unfortunate wretches. There are some leaders in the Labor Organizations who lament the idleness in the prisons, and who would, under certain restrictions, gladly welcome a proposition to give them work. At this present time the labor market is overdrawn, consequently these men are not displacing other workmen. We are particularly pleased to report the splendid results accomplished in Fayette County under the operation of the Act of 1915.

In this county the Court believes in the parole system, and has released a number subject to the usual conditions.

Two meals daily are thought to be sufficient for the seventy or more prisoners who are not at work. While the county gets about 13,500 days' work annually from its prisoners, there are still about 22,500 days which are unused. We admit that a certain proportion of the inmates are unfit for many kinds of labor, but we are very sure that the greater part of those unused days under a proper system could be utilized.

Daily cost of rations per prisoner.....11 cents

Daily cost of maintenance per prisoner..27.41 cents

There is no yard whatever in which the prisoners may have exercise. During the day they fritter away their time in the corridors in front of their steel cages.

Estimated Efficiency.....66%

Franklin County Prison (Chambersburg)

Daily average inmates, 1915.....50

Here no effort has been made to furnish employment. A few assist in domestic service, and a yard about 80x60 is used as a garden in which some may be employed. It is not used as a place of exercise.

The Sheriff is in charge, and receives a fee of 25 cents

daily for each prisoner for his food. He seems to be able to afford meat two or three times weekly, sometimes served in the shape of pot-pie. Rice, beans, bread, coffee, molasses appear on the bill of fare at various times during the week. The grocer takes orders for "reasonable extras."

An insubordinate prisoner is closely confined. If he is quite refractory, he may be strapped to iron rings in the bottom of a dark cell. This method of torture is now rarely found in the State. We trust that at the next inspection this room will be dismantled, or reported as unused except for storage purposes. Modern penology decries such penalties.

Estimated Efficiency 47%

Lackawanna County Prison (Scranton)

Daily average inmates, 1915 150

This prison is under the management of a warden, though the Sheriff resides within the prison bounds.

So far as we can ascertain, no regular industry has ever been established at this large prison. Some of the prisoners may be detained for two years, though the average sentence is less than one year.

Number of working days wasted annually, approximately 40,000.

The present warden is alive to the evils of idleness, and so far as he can he assigns them to domestic service in the kitchen, laundry and engine room. He has also greatly improved the yard, which in 1914 was a scene of desolation. With flowers, vegetables and green turf, the yard of at least two acres is now quite attractive. In 1914 no use of this area was reported; now the prisoners three times weekly enjoy the privileges of this enclosure. They are allowed to be in the corridors two hours daily. For about 144 hours in the week they are confined to their rather roomy cells, containing about 1000 cubic feet. It is deplorable that no officials of this enterprising county have devised any system of employment

for this large body of prisoners. Here we must give credit to some organizations of ladies who have recently supplied fifty prisoners with knitting material and implements in order that garments might be made for the destitute in Europe.

The men are supplied with khaki uniforms. In no prison in the State is the clothing which they bring better cared for. The clothing is carefully tagged and placed on hangers on racks in a special room. Moths and vermin are warred against. When the man is discharged he finds his clothing in good condition, often better than when he arrived.

There are two religious services on the Sabbath. The men are allowed to sit outside of their cells. It is unreasonable to ask a minister to preach to people whom he cannot see.

Two years ago there was an open grating between the women's apartments and those of the men. The open grating has now been closed. In taking the women to their quarters they must pass across the men's corridor. This is a defect.

The daily cost of food per capita in 1913 was 16.25 cents.

The daily cost of food per capita in 1915 was 11.25 cents.

Considering the higher price of provisions, this difference seems worthy of remark. The reported menu is about the same for each year.

The daily cost of maintenance per capita in 1915 was 66.8 cents.

Estimated Efficiency 56%

Lancaster County Prison (Lancaster)

Daily average inmates, 1915 122

The only county in the Commonwealth in which the warden is elected by the voters. This plan is not to be recommended, inasmuch as a warden who is competent and has learned to appreciate the responsibilities of his office should not be compelled to go before the voters every two years in order to retain his position. Such an officer should be appointed by other county officials, and should hold office during good behavior and proper attention to his duties.

The structure is old, made of stone and iron, with chinks for windows; cells of sufficient size, with no separate corridor for women. So far as the last item is concerned, measures have been instituted to effect a change so that segregation will be complete.

Naturally in no prison do they assign the better rooms to the tramps and train riders. But Lancaster County has poorer accommodations for these "gentlemen of the road" than any other county. They are thrust into one room, outside of the main prison but within the walled enclosure, the furniture being nil. They are confined for short periods, and probably avoid future trespassing in Lancaster County.

Some of the men cane chairs and weave carpets. In 1915 the profit in the manufacture of carpets was \$1056. Altogether, including those who help about the premises, one-half of the inmates have employment.

The number of working days wasted annually in idleness is approximately 18,000. Parole is rare. "Judges do not believe in the parole system."

Daily cost of sustenance per capita, 15.26 cents.

Daily cost of maintenance per capita, 57.8 cents.

The number of commitments in 1915 was 1282.

We have already stated that the daily average was 122.

Taking the census of 1910 as a basis of calculation, we might arrive at the conclusion that in 1915 one out of every 877 of the population was in jail, and that during the year one out of every 83 of the population had a prison record. But Lancaster County is not so bad as at first glance the figures might show. A large number of those who land in the county prison are not residents of Lancaster County. The city is a prominent station on the Pennsylvania Railroad, and the officials are vigilant in the detection of illegal train riders.

The men are allowed the use of the yard for two hours or more every day, when they play games and take exercise as may suit their individual tastes.

Estimated Efficiency 59%

Lawrence County Prison (Newcastle)

Daily average inmates, 1915 35½

There were sixty-nine prisoners at the time of the inspection, nineteen of whom were being detained for trial.

The prison is under the management of a sheriff, who is changed every four years. As an illustration of change in policy, on a former visit, a man with his wife and other women, and also a man condemned to the gallows were found in the same apartments. On this visit the sexes were found to be entirely separated. They do not have boys under sixteen. There is a house of detention for juvenile offenders.

For sustaining the prisoners with food the Sheriff receives 42 cents a day for each inmate. The menu is plain, and is quite sufficient for an idle population. The prisoners may purchase additional supplies, the orders being attended to by trustees, who are allowed to run errands on the outside. A few assist the janitor in the care of the courthouse and grounds. There is no regular employment.

The number of working days wasted is approximately 7500.

Direct flushing of closets has been installed since a previous visit.

The Court has paroled a considerable number of convicts.

Like many other county jails, this prison is also used for those who infringe the municipal regulations and who are sentenced by the Mayor or magistrates. With regard to such offenders a peculiar custom prevails, worthy of the attention of all municipalities which patronize the county jails. These prisoners have choice of spending thirty days in jail or working five days on the roads or streets. The latter alternative would be better for the city for two reasons:

1. The city would pay \$2.10 for board instead of \$12.60.

2. Its streets or roads would have the benefit of the labor of five days spent thereon. As a rule, the men are supposed to accept the latter alternative, inasmuch as they would earn the freedom of twenty-five days.

Estimated Efficiency 50%

Lehigh County Prison (Allentown)

Daily average inmates, 1915.....150

The old part of the prison is a two-story structure with interior corridor. The windows are chinks. They have recently improved its efficiency by enlarging the skylights and installing ventilating adjustments. Altogether, for changes and improvements in 1915, the sum of \$12,787 was spent. When they constructed the new part they listened to the structural iron boomers, and contracted for the erection of a three-story aggregation of steel cages in six ranges, with corridor in front of each range, and facing a spacious area between ranges and outer wall. Supposed to have the advantages of security, ventilation, light and sanitation, and also facility in keeping clean. It is doubtful whether this construction has an advantage over concrete work, unless it may be in economy of space. As to appearances, well, it is just the difference between a zoological garden and a human habitation.

The prisoners enjoy a "cooked dinner," with daily change of menu. They may purchase or receive fruit, sugar, crackers.

The daily per capita cost of the food is 11 cents.

The daily cost of maintenance per capita is figured at 28.56 cents.

Some of them make carpet and rugs, the profits of which business last year was \$1514. They receive a small wage, or are paid for working overtime, since their monthly earnings range from \$1 to \$5.

The men dress in a plain brown suiting, which they do not consider as degrading.

The sexes are in entirely separate quarters, but in taking the women to their apartments, they are obliged to conduct them through the full length of the corridor in the old part of the jail, a practice which for a number of reasons is objectionable. It would be quite possible to construct an entrance to the women's apartments which would be reason-

ably private. We hope to find this entrance on our next visit.

Report is made that 25 per cent. of the prisoners have employment. According to this statement, this prison harbors a large number of idle men, and we figure the number of working days wasted annually at 33,000. Could not a large part of these wasted days be utilized in quarrying and crushing stone and in working on the county farm, thus producing a large part of their maintenance? Let the authorities mull over this problem.

There might be an opportunity for some instruction to be dispensed. In one county prison some earnest young men give lessons to the convicts on two evenings in the week. Quite often some educated convict gives lessons to his fellows. Such efforts deserve to be encouraged. We have heard it whispered that in 1913 an educated convict in a prison not a thousand miles from Allentown was giving lessons to his fellows, but on account of the objections of a shocked public this good work had to be discontinued. At this distance from the scene we cannot pass final judgment, but on general principles, instruction in the elementary branches is to be encouraged, whoever may be the teacher.

Nobody is paroled unless very ill. "The Court is now opposed to the principle of parole."

They still have a dungeon, but report very rare occasions for using it.

The yard is small, and is used for exercise only for the sick. The men may spend three hours daily in the corridors in a style of loafing which we greatly dislike. Of course, we would not keep them in their cells continually; they might go insane. The chief physical defect is the lack of a spacious yard for recreation.

Estimated Efficiency 60%

Luzerne County Prison (Wilkes-Barre)

Daily average inmates, 1915.....148

The prison is constructed in three wings some distance apart, the middle one of which is occupied by the women,

only ten of whom were incarcerated on the day of inspection. One of the women was quite ill, and was being cared for by a trained nurse, who is summoned in cases of extreme illness.

Each wing has three stories, the upper two of which are used. The cells are interior, the corridor being next to the outer wall. There is, in connection with the administration building, a special hall or corridor correlating the three blocks.

In addition to the bread, coffee, molasses for supper, they may have Indian meal mush. The dinner consists of various soups, with bread, meat and vegetables, the average daily cost of which per capita in 1915 was 13.75 cents.

The daily average cost of maintenance per capita in 1915 was 65.73 cents.

Here we see a costume of broad gray and white stripes, but we are assured that when the present stock of cloth is exhausted, goods of some plain color will be obtained. We suggest that they endeavor to sell the stock of goods now on hand to some modiste to be made into street skirts for the ladies of the period.

If the men are not at work, they are allowed to take exercise in the corridor only for an hour each day. This is an insufficient time for recreation, but in justice to the present warden, it should be stated that he tries to give everybody employment. The authorities have furnished no regular occupation for the men, so the warden has ingeniously contrived to find work about the grounds and buildings for as many as possible. In the list of services, the warden enumerated laundrymen, firemen, cooks, runners, gardeners, barbers, shoemakers, knitters, cleaners, laborers, and then some. The knitters make socks for the inmates, not for sale. The women make towels, sheets, cases, etc., from the goods in the bale. There are several acres of ground, which are cared for by the men. Flowers and a well-kept lawn show expert care.

Formerly there were a few in this prison who were sentenced for several years, but the longest sentence now is about

eighteen months, and the average length of the sentence is 139 days.

The Court in Luzerne County believes in the principle of parole. Of those discharged in 1915, 88 per cent. were paroled.

They have a dungeon which is rarely used.

Estimated Efficiency 63%

Lycoming County Prison (Williamsport)

Daily average inmates, 1915 28

The prison is of the olden type, with large inside corridor. The Sheriff, who resides in the prison, is in charge. A former Sheriff declared that he was in favor of moving the entire institution to a farm, where he could set his men to work to earn their "board and keep." The Sheriff charged 40 cents a day in 1915 for feeding his men, and in 1916 he is receiving 45 cents. The average prison fare is supplied to the inmates.

There is no employment outside of domestic duties.

Number of working days annually wasted, approximately 6600.

There is a small yard which the women are allowed to use. The men are allowed to be in the corridors for five hours daily, and two days in the week this amount is increased.

They may purchase or receive provisions, and may write all the letters they please. All letters are subject to inspection.

There is one bathtub for the use of all the inmates. The interior is so hedged off from the sun's rays that at noonday artificial light must be used. We advise that little repairs should be made to the building. Either tear the old building down and construct a new one on a modern plan, or, which is better, establish an industrial farm in the country to which the convicts may be sent. However, we must remember that the Judges believe in the privilege of parole. A liberal application of this law diminishes the jail population. But we think there are enough convicts left to justify removal to a small farm.

Estimated Efficiency 51%

Montgomery County Prison (Norristown)

Daily average inmates, 1915.....162

The prison is under the efficient management of Warden Roberts, who fully believes in the "square deal" and in diminishing idleness. Only about 35 per cent. of the prisoners are at work. They do some work for outside parties in the line of finishing rugs and sewing rags. They have no opportunity to earn a penny. Last year the institution received the sum of \$1814 for the labor of the prisoners. Warden Roberts has advocated removal to a farm, where the men may raise fresh vegetables and enough chicken for a Christmas dinner. On a farm he thinks they can maintain themselves. The Board of Inspectors recommend the purchase of a farm where bricks may be made of the kind suitable for road and street making, and doubtless they would include a quarry and stone-crushing plant. They expect that thus "the prison may be near self-supporting, and also that they may be able to contribute something toward the support of the families of prisoners."

The warden and the Board of Inspectors lament that the number of working days now lost annually by idleness in the prison amounts to 30,000.

They are sure they could utilize a large portion of those 30,000 days, and also save the men from the vicious effects of sluggish inactivity.

The inmates hear preaching every Sabbath, and twenty-four of the men are enrolled in a Sabbath-school class. School is conducted two evenings in the week by earnest Christian workers from outside, and there are forty of the inmates receiving instruction.

The prisoners are supplied with nourishing fare, so that it is not deemed necessary that they should receive or purchase extra supplies. We note for dinner, ham and potatoes, beef and potatoes, soup and vegetables, boiled rice, etc. The daily cost per capita is given at 10.9 cents.

The daily cost of maintenance per capita is 31.3 cents.

At the inspection of 1914 a small yard was used for purposes of exercise once weekly. Since that time, by enlarging the walls, they have additional space in the yard, and now the inmates spend two hours daily in the yard with games or such exercise as they may desire.

They have a khaki uniform for the men. This appears to be satisfactory.

The authorities favor the parole only for the sick and hopeless invalids. They still appear to entertain the belief that a misdeed is to be atoned for by so many days, or by so many months, or by so many years of withdrawal from the world, and that an abatement of this penalty would controvert the dignity of law. A great many other people think, and a lot of them are experienced Judges and publicists, that the time for a man to be released from prison is when he is ready to become a law-abiding citizen, and that a leading function of boards of control and prison officials is to determine when that man is ready to resume his rightful place in the community.

Estimated Efficiency.....68%

Northampton County Prison (Easton)

Daily average inmates, 1915.....131

In every bunch of prisoners there will be found some ne'er-do-wells, reprobates, professional hoboes, some who have never worked and who never intend to. There are even some who welcome the ease of prison life. A prison is not discharging its full function unless it stimulates habits of industry in its inmates. The prisoner should earn his living. If he will not work, his ration should be scant. Let him know the meaning of toil. Let him crush stone, work on the roads, dig potatoes, pitch hay, saw wood. What do the inmates of the Northampton prison do? Some twenty-five or thirty weave carpet and do chores about the premises. The profit from carpet weaving in 1915 was \$1162. The other ninety-odd prisoners parade for an hour each day in the corridors

and parade another hour in the yard. They spend the remainder of the time in their cells, each of which in the old prison contains about 1300 cubic feet and in the new portion about 320 cubic feet. The cages are rather small; the apartments in the old prison are of ample size.

It is proposed to adopt a uniform of khaki.

Breakfast: Bread, coffee, molasses, and sometimes prunes.

Supper: Bread, coffee, molasses, and often a cup of soup.

Dinner: Soup, with meat, bread and vegetables.

This bill of fare cost daily per capita in 1915, 15.84 cents.

The daily cost of maintenance per capita was 40 cents.

The prisoners do not purchase extra provisions.

Number of working days wasted annually, approximately 27,000.

The parole law is practically a dead letter. One man, an invalid, on parole.

Estimated Efficiency 61%

Northumberland County Prison (Sunbury)

Daily average inmates.....72

The prison is a dark, forbidding old structure, but we are glad to report a number of alterations and improvements have been ordered. It might have been better if an entirely new prison had been built. The lighting, sanitation, ventilation—all disgracefully inadequate—are to be made good at a probable cost of \$20,000.

The prisoners weave carpet and make socks, but the profit on such work appears to be nil, except that a few have employment. Quite a number engage in services about the prison and courthouse. The Secretary suggests that those who work at the courthouse should have a competent guard. Occasionally these courthouse workers release themselves before the Court sends their discharge papers.

The prisoners may purchase provisions each morning, though they seem to be supplied with satisfactory nourishment. They may receive visitors at any reasonable time. They receive ¼-lb. of tobacco every fortnight. They play baseball with outside clubs and spend a large part of their spare time in the open air, which is "better for their health." They may write as many letters as they please, and letters addressed to them are delivered unopened. This last privilege is generally regarded as fraught with danger.

They bake their own bread, which is of good quality.

The daily per capita cost of provisions is 14.2 cents.

The daily per capita cost of maintenance is 30 cents.

There is a wooden partition across one end of one of the old buildings beyond which the women are detained. They must traverse the men's hall in order to reach their apartments. This is absolutely wrong, and needs attention. The Court believes in the righteousness of releasing on parole. Twenty-six convicts now enjoy this privilege.

Estimated Efficiency 62%

Philadelphia County Prison

Daily average inmates, 1915.....571

This famous prison consists of two separate plants, both of which are under the efficient management of Superintendent Cooke, who receives his appointment from the Board of Inspectors. The receiving department and the female prison is at Tenth and Reed Streets, and is generally known as Moyamensing.

On August 11, 1916, the number of male inmates was 524, and the females numbered 90. Of this entire number, 356, more than half, were being detained for trial. A few were held as witnesses.

The prisoners are supplied with neat suits, no distinctive prison garb being required. The striped suiting for convicts has been discontinued for some years.

Cleanliness is an established custom of the institution.

The hospital is well lighted, accessible to abundance of fresh air, and is splendidly equipped.

There are three large blocks of buildings, three stories in height, with spacious interior hall. The rooms have direct access to the outside air. On the whole, we are inclined to recommend this style of construction, though most of the recent constructions place the cells in the interior. The apartments seem sweeter and purer when there is a direct connection with the air from the outside.

There is a matron for the women, and they are cared for exclusively by female officials and helpers. In some of the prisons of the State the male under-officials have entirely too much access to the apartments of the women. A woman should act as matron, and no man should be employed to serve the food or to enter their rooms for any service.

The menu has been studied with some care, and we are convinced that the provisions supplied are ample in quantity and sufficiently wholesome. Over one-half pound of meat daily is served to each prisoner. They may have cocoa as well as coffee. Stewed fruit is served for breakfast twice each week. The prisoners are not allowed to purchase or receive extra supplies of food—a restriction we heartily approve.

There is no dining-room.

The prisoner signs an order allowing letters to be opened and read when received. So far as we know, no prisoner has refused to sign this order. Letters would be retained for him till his discharge if he was unwilling to sign the permit. The rule that he may write but one letter monthly seems rather drastic. The untried prisoner may write once a week.

The authorities have been criticized for forbidding the use of tobacco. At present the untried may purchase chewing tobacco, but prohibition of the use of the weed is absolute on the convict side. Of the twenty-five counties included in this report, Philadelphia County is the only one which taboos

nicotine. It will be interesting to note the practice in other counties. In thirteen counties no tobacco is furnished, but the prisoners "buy or beg." Four counties supply tobacco to workers, and allow others to have it if they can get it. Two counties supply only chewing tobacco. In looking over the reports, the following tobacco rules are noted: Ten cents' worth supplied weekly; 1 plug given weekly; 2 plugs allowed weekly; 1 pack supplied weekly; $\frac{1}{4}$ -lb. supplied every week; 2 papers given weekly. In all cases the prisoners may purchase an extra amount. Some prisons entirely prohibit smoking. Admitting the very general use of tobacco, we are inclined to stand with Warden Cooke. The prohibition at least makes for cleanliness. The consensus of medical opinion will bear out the verdict that the use of this weed is deleterious to health.

The cell doors are now opened in times of religious services. There is some opportunity for elementary education. There is a large, well-selected library, which is much used.

The sanitary appliances have received recent attention, and are now the same as at any well-regulated dwelling. A new system of forced ventilation has banished any trace of prison smell.

The daily per capita cost of provisions, including the Convict Department, at Holmesburg, is 14.35 cents.

Including the same, the daily per capita maintenance is 60.04 cents.

The main defect is the lack of employment. It must be remembered that the larger part of the inmates are transients awaiting trial. We referred to the treatment of this situation in our comments on the City Prison, at Pittsburgh. Here is another prison, which, under the conditions of its environment, and considering the character of its population, might be rated at 90 per cent. efficiency, but by the artificial standard we have set up, it has an estimated efficiency of 71 per cent.

We have already admitted that our schedule falls down in the prisons where a large majority are not convicts.

Philadelphia County Prison

THE CONVICT PRISON AT HOLMESBURG

Daily average inmates, 1915.....538

When Moyamensing became overcrowded, the City Fathers concluded to build another Bridewell, and away off in the extreme limits of the city, about fifteen miles from City Hall, they chose a location. They enclosed eighteen acres with a high, strong wall, and within they placed a number of blocks radiating from a common center. These are one story in height, the cells being on each side of an interior corridor, and ventilating directly from the outside. Two blocks have been recently built, and represent almost the ideal in prison construction. They are concrete, with full windows, and are equipped with all needed contrivances for health.

In addition to a well-equipped hospital in an entirely separate building, there is a special tuberculosis hospital where the open-air treatment is prescribed, with due attention to proper diet and careful nursing. No municipal hospital takes better care of the diseased.

Prisoners may be sentenced to this place for twenty-five years, though the average length of sentence is probably much less than five years. We do not always know why some convicts are sent to the State Penitentiary for comparatively short terms, and why some are sent to the county prison for rather long terms.

Efforts are made to furnish employment to all. If a hundred or five hundred acres had been bought instead of eighteen acres, the problem of employment would have found quick solution. They weave and make their own clothes, a sort of gray cloth; make and repair their shoes, do their own printing, and a large number are assisting about the building and premises.

There is a dining-room, in which the workers may eat. The food was tested by the inspector and pronounced good and nutritious. There was no stint in the quantity supplied.

Usually religious services are held on the Sabbath, and school is conducted all the year.

The same regulations as at Moyamensing obtain with regard to letters, purchasing food and tobacco.

In both institutions they take exercise half an hour daily in the open air, during which time they parade solemnly without conversing. Possibly at Holmesburg, with an additional yard recently arranged, they may increase the amount of exercise. The workers may talk freely, but those in the cells do not communicate. Seventy or eighty years ago penal literature was full of discussions about solitary confinement, both its blessings and its evils, but Holmesburg Prison is the only prison in the Commonwealth where the student of penology can have opportunity to study the effect of a confinement unrelieved by conversation with associates.

How would the authorities regard a proposition to decree that every Saturday afternoon should be a half-holiday, devoted, under proper supervision, to athletics, games and social diversions? Would such privilege contravene the orthodox theory of punishment? Do they realize the humanizing effect of social recreation upon normal people? In prisons where such freedom is allowed, the wardens invariably state that the general regulations are better observed, and that the discipline is more easily maintained. Men forget their grouching when they have something else to engage their attention. Such policy is not "coddling" the prisoners. Nobody believes in "coddling" as a means to effect reformation. It is possible to grant so much freedom that it may be abused. Prisoners are frail mortals like ourselves, and respond to similar remedies and influences. You no longer crop the hair. You have abolished the degrading convict stripes. You allow the men to converse when working. Many of them eat in a common dining-room. Your officials are kindly disposed to the men under their charge. Year by year you have been gradually receding from the cruelties and repressive measures of medieval prisons. What next? Possibly the half holiday.

Estimated Efficiency 82%

Philadelphia County

THE HOUSE OF CORRECTION

Daily average inmates, 1915.....1140

No county penal institution in the State is so numerously patronized.

This prison has no official connection with Moyamensing or the Convict Prison at Holmesburg, and since 1903 has been placed under the control of the Director of Public Safety. It was designed in the first instance to receive certain classes of misdemeanants, and within the last three years men charged with non-support of their families may be committed to this institution. The twenty-eight magistrates of the city and the Judges in the Municipal Court are empowered to commit to the House of Correction.

The great majority are sent up for ninety days. A sentence for two years is possible, but the average length of time served is less than three months.

The striped suits which were in evidence two years ago have been supplanted by a suiting of plain brown cloth. They make their own suits.

We have understood that the lock-step is occasionally used. If this be true, it is the only institution of the State where this unique method of parade may be seen.

The daily average cost per capita of provisions in 1915 was 15.39 cents.

The daily average cost per capita for maintenance in 1915 was 35.94 cents.

Prisoners are not allowed to purchase or receive provisions from the outside. The bill of fare seems ample. We note beef, mutton and fish in the list of meats. They have no general mess-hall. Two of the recently built blocks have dining tables in the corridors.

The women are in separate quarters, but as the male prisoners perform certain services for the women's ward the segregation is not complete. It would be well if at some time the

women should have a building remote from that of the men, equipped as an independent institution.

No county penal institution furnishes so great a variety of employments. They manufacture gas for the institution and for a large area in their vicinity. There is a large stone quarry on the farm, and there is always a good market for the product. Many of the men find employment on the farm of more than two hundred acres. There is work for blacksmiths, tailors, carpenters, painters, shoemakers. The farm is situated along the Delaware River, and by drainage and filling they have already reclaimed about eighty acres from the tide-water flats.

All who are able have employment. The men may be transients, but they are set to work.

There were 219 women incarcerated at the time of our visit, and as matters are at present they have not strong opportunities to develop habits of industry. The men now do some things for which women are, or ought to be qualified.

We favor the Saturday afternoon half holiday for games, recreation, etc., as a reformatory measure of great value.

They have a chapel where all assemble for services on the Sabbath.

A school is conducted for instruction in the elementary branches.

They do not use the dark cell for punishment. A stubborn or unsatisfactory convict may be confined to his room with curtailed diet, and no tobacco is dealt out to him. To the men two plugs of tobacco are given weekly. The reports do not state what similar favor is allowed to the women.

At the instigation of Director Porter, this institution was, early in 1915, quite thoroughly investigated by two experts in penology, Dr. Hastings H. Hart, of New York, and Superintendent James A. Leonard, of Ohio. They made a report of some length recommending some changes, but stating that this institution compares favorably with most institutions of its class in the United States, and expressing the belief that

with a few changes involving a moderate expenditure of money it is "capable of being advanced to the front rank of such institutions." We understand that the city has set aside the sum of \$89,000 as available for improvements.

Estimated Efficiency 81%

Schuylkill County Prison (Pottsville)

Daily average inmates 200 7/12

This prison is a huge two-story bastille of an antiquated type. It is constructed of stone and iron, with large inside corridor, with chinky-windowed cells on each side 1300 cubic feet in dimensions, in which often two convicts are incarcerated. Good water is available in each cell. They draw a bucketful when they wish to flush the closets. No large prison in the State has such an inadequate method.

The clothing is plain blue or brown, not ring-streaked.

Letters are read when written by the prisoners; letters coming to the prisoners are delivered with seal unbroken. As a rule, these letters are not interesting literature, and the inspector has our sympathy. He may think it a sufficiently disagreeable task to read one-half the correspondence; still, it is quite obvious that nothing written should be delivered to a prisoner without first being inspected.

Two industries are reported, the knitting of socks and the weaving of carpets. In 1915, there was spent in material for the knitting department the sum of \$1117, and for the weaving department \$1722. The report of the Controller does not indicate what amount was received either for socks or carpets. Including those who are engaged in domestic service about the prison, about one-third of the prisoners have employment.

The number of working days wasted in 1915 was 40,000.

Consider what might be accomplished in 40,000 days, which is equal to more than 109 years.

The food and the serving thereof seem neither better nor worse than the average, and the daily cost per capita in 1915 was 11.28 cents.

There is a yard of about one acre in which the men are turned loose for an hour each day. They play games, stroll about, engage in political discussion and bask in the sunlight. This is good, but why not three hours?

They have a dungeon which is a bad thing to have, but report "rarely used." Why not try the effect of putting a refractory prisoner in one of the lightest rooms of the building and give him a chance to think of his sins, not of his discomforts? His diet may be restricted and his supply of tobacco withdrawn. Let him remain till he gets ready to "see the warden." The two will arrive at some mutual understanding. There has been no brutality; there is no thirsting for vengeance.

The parole law has friends on the bench in Schuylkill County.

Estimated Efficiency 57%

Washington County Prison (Washington)

Daily average inmates, 1915 121½

Quotation from the Controller's Report for 1915:

"The work about the courthouse and jail, except for the cleaning of offices, is done by prison labor, by 'trusties,' under the supervision of the superintendent of buildings. The success of such a system can readily be seen by an inspection of the buildings and by the favorable comments from visitors. Not only does such a system cause a saving to the county, but it also furnishes activity and exercise for otherwise inactive inmates of the jail. . . . During the year the Sheriff cared for prisoners for a total number of 44,354 days, for which he collected from the county \$11,088.50. I believe that a big saving could be made to the county if bids should be asked for upon all supplies as needed at the jail, with the provision that such supplies should be delivered as needed by the Sheriff."

Controller Underwood has the correct idea in approving the use of the labor of convicts for the public benefit. Why

not extend that idea, and have some roads made or repaired? He is absolutely right in regard to the fee system. The average daily cost per capita in seventeen counties purchasing the food by contract is 12 cents. We are very sure from inspection of the menu in the Washington County Prison that the cost of the provisions ought not to have exceeded the average as shown above. In accordance with this estimate, the cost of the provisions supplied in 1915 to the prisoners would have been \$5322.48, instead of \$11,088.50. Possibly if the fee system should be abolished, the county might have to pay some other expenses, but would they amount to \$5700?

Those who do not work spend nine hours daily in the range corridors in front of their cages. There is no yard. They are compelled, in the aggregate, to waste annually 30,000 days, which, at the modest sum of \$1 per day, would amount to \$30,000. Living in idleness, they get worse instead of better, so what ought to be a reforming process is really deforming.

Letters written by the prisoners are read.

Pillows and sheets are not furnished. Here is a suggestion of work for some aid society. The inmates have abundant time to launder the sheets and cases. The officials have given particular attention to cleanliness. To aid in this laudable effort, to add a little more comfort and to maintain an appearance of decency, the prison should be furnished with a supply of bed linen.

The Judges recognize the value of parole.

Estimated Efficiency 53%

Westmoreland County Prison (Greensburg)

Daily average inmates, 1915 113

The prison is under the care of a warden, who would be delighted to give employment to his idle band of enforced loafers. In services about the building, he manages to give some work to one-fifth of the inmates. The county owns a farm not far from the prison, which could be cultivated by

the prisoners, thus giving the much-desired opportunity for labor, and also saving the county much of the expense for maintenance. The county also needs men on its streets and roads. In this prison, in the year 1915, 27,000 working days were thrown away, which, under a better organized system of government would have been utilized. Good managers of the public weal ought not to allow such waste, which could be used for the benefit of the community. The following illustrations show the unwisdom of our penal system: Z is addicted to a habit of drinking rum to excess. He shrinks from toil. He says to himself, "Behold, the winter draweth nigh, and I am homeless. I have just two bits, wherewith I will become gloriously drunk, and then will proceed to do up the town." Which he did. Y is a thriftless ne'er-do-well, who is prolific with excuses to shirk duties. He says within himself. "My wife hath abused me and applied to me rank epithets which please me not. I will tarry with her no longer." X is a professional hobo. He also notes the approach of cold weather. He communes with himself, "Lo! here is this rich merchant, whose storehouse is filled with goods and silver and precious stones, while I have no clothing but rags. For a testimony against him will I chuck this cobblestone through his casement, smashing the glass thereof into smithereens." Which he did. W is under the impression that there are easier ways to make a living than by the sweat of his brow. He does not make a nice distinction between *meum* and *tuum*, so, under cover of darkness, he appropriates fowls from his neighbor's freehold. "If I am not caught, I will have poultry to eat and poultry to sell; if I am caught, I will have for some months free housing, clothing, heating and food." He was caught. In due time the drunkard, the deserter, the wrecker, the thief were arraigned before the Court and were all sentenced to expiate their offenses in a house of correction, or at least of detention. And the virtuous portion of the community said, "Served 'em right." Meanwhile, Z, Y, X and W are sheltered and warmed. They

have coffee, bread and potatoes for breakfast; perhaps the same for supper, and for dinner, soup, meat, bread and vegetables, with some change from day to day. This suffices for their needs. The daily per capita cost is 9.57 cents.

They eat at tables placed in the corridors. If they have money they may buy additional supplies, may write all the letters they please on stationery which is furnished, may hold a reception with their friends twice weekly, may buy or beg tobacco which they may enjoy at their pleasure, and waste their full share of those 27,000 days.

They have no yard for recreation in the open air, but they can lounge in the corridors and interchange ideas, yarns and experiences with their fellows from early morn until 8.30 P. M. These four meet with some who are worse and with some who are better. The latter deserve our pity.

The warden has opportunity to divide them into two sections. There is a fair-sized interior hall, on either side of which, at right angles, are two 2-story wings with central corridor. The ventilation and light are good, but there are no sheets and pillows. The introduction of good bedding would prove to be a civilizing influence. Some charitable association of your fair city might remedy this deficiency. It is possible better laundry appliances would need to be installed.

The women live in a sky parlor entirely remote from the apartments of the men.

There is a dungeon, not often used, but which should be outlawed.

We revert to the cases of Z, Y, X and W. Do the Court and the community think that justice is being rendered to them and their fellows? What is being done to correct their habits and to make them better citizens? The best medicine is a dose of hard work. That farm outside your limits ought to give them abundant employment, and in some variety. Install a stone-crushing plant; let them work on streets and roads. Possibly they may make concrete blocks or bricks,

and the farm will offer splendid opportunity for developing the muscles. If they earn more than their board, the balance can be sent to their destitute families, or may be used to make restitution for the stolen chickens and the broken window.

Estimated Efficiency 53%

York County Prison (York)

Daily average inmates, 1915, estimated 122

The building is an illustration of the best type of steel construction. There are four stories of steel cages, two ranges of cells in each story, making eight separate ranges, affording excellent opportunity for segregation of the various classes of inmates.

The toilet and bathing facilities, the water supply, the ventilation and sanitary conditions are all commendable. The cells contain 648 cubic feet, large enough for one inmate, but not sufficiently large for two occupants. It is seldom or never that two are placed in the same cell.

The location was apparently selected with the greatest care to find the most inconvenient place. Located between the railroad and a street, there is no chance for expansion. There is an old unused prison on the ground which might be converted into some sort of a factory. But they cannot acquire more ground. They have a small yard which is not used.

The prison is under the management of a sheriff, but when his term expires the administration will doubtless be placed under a warden, for when the population of the county is over 150,000 a warden must be selected.

The present fee system will have to be changed under the warden, since he must purchase supplies by contract. During this year the Sheriff receives 40 cents daily per capita for supplying provisions. The bill of fare consists of bread, coffee, syrup, for nineteen meals a week, and the other two meals consist of soup, with meat, bread and vegetables. This is the most meager and monotonous prison dietary in the State, for which

the county pays almost the highest price. There is, doubtless, a large profit made in this contract. But, in justice to the Sheriff, some explanation is due. Out of this large profit the Sheriff must pay watchmen, deputies, clerks and a portion of the salary of the turnkeys. This iniquitous system was not devised by the Sheriff, but by the authorities. Doubtless, it began when the number of inmates was comparatively small, and was fairly adapted to conditions a century ago, but is out of harmony with present conditions. Of course the prisoners, every day except the Sabbath, may purchase or receive provisions, and doubtless there are very few who do not avail themselves of this privilege, but in a well-regulated prison of this century such privilege ought not to be necessary.

Report is made that a few assist in domestic service, from which we infer that the great majority fritter away their time in the range corridors, the freedom of which they enjoy from 7 A. M. till 5.30 P. M.

The number of working days wasted in 1915 was approximately 24,000.

The Court recognizes that the principle of parole may apply only to the sick.

The last incumbent of the office of sheriff was W. C. Licking, who, with his wife, collected a library of 500 volumes for the use of the convicts.

Estimated Efficiency 46%

In these brief sketches it will be noted that full description of no prison has been attempted. Effort has been made to call attention to a few salient points. Our calculations have been made after a careful study, and the estimates according to our artificial schedule are in accordance with the facts so far as they have been ascertained, though it is admitted that errors of judgment are possible.

The average grade of efficiency is slightly over 61%

The number of working days wasted in twenty-three of these twenty-five prisons was approximately, in 1915, 471,500, or 1291 years!

We do not include in this estimate the untried prisoners in Philadelphia and Pittsburgh. How to prevent this appalling misuse of time, and how to convert this wastage into an asset of value is the problem confronting us. We are not strong advocates for commercializing the labor of prisoners unless they should have a reasonable share of the profits. Whatever is done, the moral uplift of the prisoner must have prior consideration. It has seemed to many who have given this subject close attention that the farm colony, with agricultural and horticultural operations, with quarries and some special industries, offers the best solution, and combines within its scope the most hopeful and encouraging means of reformation.

Some fifty years ago the teachers of our schools began to meet and compare notes with each other on methods. This was found to have such valuable results that Teachers' Institutes were organized, and finally the teachers were required to attend them. The Secretary fully believes that an equal benefit would follow the organization of a Wardens' Association. An outline of this proposition is hereby submitted.

To this Association, Sheriffs, who have charge of prisons, Wardens, Superintendents, Prison Boards, County Commissioners shall be eligible for membership. The State shall provide a place for the meeting, meet the small expenses of its management, as rent of room, printing of programs, notices, etc., and shall assign the arrangement of the details to the State Board of Charities. Each county shall be expected to pay the expenses of the officials who attend. At least, the traveling expenses of the officer in immediate charge of a prison, whether Warden, Sheriff or Superintendent, should be defrayed. There is no correlation between our county prisons. Each pursues an independent course. Granting that this independent policy is to continue, there is no doubt that a conference of this kind will be of immense value both to the participants and to the community.

Let us glance at a few possible topics.

1. Employments at the prison.
2. Experience in the manufacture of articles for State use.
3. The employment of prisoners in making and repairing roads.
4. How is it that one warden is furnishing an apparently satisfactory bill of fare at a daily per capita cost of 7.4 cents and others are supplying a similar menu at a daily per capita cost of from 12 to 16 cents?
5. Why should the overhead expense vary from a daily per capita expense of 65.73 cents to 20.6 cents?
6. The fee system; its evils and advantages.
7. Penalties for misconduct.
8. Shall the prison be taken from the city to a farm?
9. The operation of the parole law.
10. Shall we allow a Saturday half holiday, with baseball and other sports?

Comparison of views on these subjects and others ought to prove both interesting and profitable, and should result in greater efficiency in almost every prison.

Conclusion

The Secretary desires to extend his thanks to the sheriffs, wardens and other prison officials throughout the Commonwealth, who have, with great patience and courtesy, assisted him in the prosecution of his numerous inquiries. Without this aid this report could not have been made. No officials in the county have more trying responsibilities than those to whom the community entrusts the care of its convicted criminals. They deserve more sympathy than they receive.

Many of them are aware of the deficiencies, and are doing all they can to correct them. Prison boards and commissioners are slow to initiate changes from the old-established order of things. And the people, the voters behind the officials, need to be aroused to the seriousness of the situation, to the urgent need of instituting measures which will check the alarming growth of criminality.

THE PENNSYLVANIA PRISON SOCIETY—the oldest organization of the kind in the world—founded in 1787 by Bishop William White, Dr. Benjamin Rush, Dr. Benj. Franklin, and one hundred and fifty other eminent citizens of Philadelphia—has, in accordance with the terms of its charter, persistently and earnestly labored for the attainment of the following objects:

- 1 "Alleviation of the Miseries of Public Prisons"
- 2 "Improvement of Prison Discipline"
- 3 "Relief of Discharged Prisoners"

In pursuance of these objects, we have, for the last century and a quarter, devoted our time and means to—

- 1 Construction of Correctional Institutions
- 2 Humane Treatment of Prisoners
- 3 Improvement in Prison Administration
- 4 Penal Legislation
- 5 Moral and Religious Instruction for Prisoners
- 6 Securing Employment and making temporary provision for Discharged Prisoners
- 7 Rendering Aid to Prisoners' Families
- 8 The Restoration and Reformation of Our Erring Brothers and Sisters

Address inquiries and requests for Reports to
THE PENNSYLVANIA PRISON SOCIETY
500 Chestnut Street, Philadelphia, Pa.

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